

**Lands with Wilderness Characteristics Report:  
Bear Mountain  
COF-020-071**

Section 201 of FLPMA requires the BLM to maintain on a continuing basis an inventory of all public lands and their resources and other values, which includes wilderness characteristics. It also provides that the preparation and maintenance of the inventory shall not, of itself, change or prevent change of the management or use of public lands. Regardless of past inventory, the BLM must maintain and update as necessary, its inventory of wilderness resources on public lands. In some circumstances conditions relating to wilderness characteristics may have changed over time, and an area that was once determined to lack wilderness characteristics may now possess them. BLM Manual 6310 'Conducting Wilderness Characteristics Inventory on BLM Lands' provides the guidance on conducting this inventory process.

Following BLM guidance the Royal Gorge Field Office conducted an inventory in 2013 and found 7,193 acres of the 13,591 acre unit met the criteria for having wilderness characteristics. Per policy, the public has the opportunity to provide new information regarding wilderness characteristics that the BLM must evaluate and consider. New information that meets the minimum standard for further review was submitted by Wild Connections on May 6, 2015 contending that the unit did in fact meet the criteria. This report reflects an updated inventory that combines BLM's 2013 findings and an evaluation of the data submitted by Wild Connections.

<b>Inventory Effort</b>	<b>Acreage Inventoried</b>	<b>Wilderness Characteristics Acreage</b>
BLM 2013 Inventory		
COF-020-071	7,193	7,193
COF-020-071-A	2,527	0
COF-020-071-B	3,871	0
Wild Connections Inventory	13,300 (approximate)	13,300 (approximate)
BLM 2015 Evaluation	14,109.07	0
Conclusions		

## Form 1: Document Wilderness Characteristics Inventory Findings on Record (Refers to Original 1980's Inventory Effort)

Is there existing BLM wilderness characteristics inventory information on all or part of this area?

NO      (If no, go to form 2)  
 YES   X   If yes, and if the area has subunits within the broader area, list the unique identifiers for each of those subunits:

Inventory Source: 1980 Wilderness Study Report

Inventory Area Unique Identifier(s): CO-020-050-10

BLM District(s)/Field Office(s): Front Range District/ Royal Gorge Field Office

BLM Inventory findings on record: Document existing inventory information regarding wilderness characteristics (if more than one BLM inventory area is associated with the area, list each area and answer each question individually for each inventory area):

Document BLM Wilderness Characteristics Findings on Record (Historic Findings)					
Inventory Source Document:					
Area Unique Identifier	Sufficient Size? (YES/NO & acres)	Naturalness (YES/NO)	Outstanding Opportunities for Solitude (YES/NO)	Outstanding opportunities for primitive & unconfined recreation (YES/NO)	Supplemental Values? (YES/NO)
CO-050-010	Y	N	Y	Y	N

(add rows as needed)

## Form 2: Current Conditions: Presence or Absence of Wilderness Characteristics

Area Unique Identifier: COF-020-071, Bear Mountain

Acreage: 14,109.1 acres

1. Is the area of sufficient size? :

Yes \_\_\_\_ No X \_\_\_\_

Description:

The unit, COF-020-071, Bear Mountain, is bounded as follows:

- The western edge is defined by wilderness inventory road, Fremont County Road 12, private lands, and BLM Road #6045A;
- The southern edge is bounded by Union Pacific Rail line, lands other than BLM, and BLM Road #6020;
- The eastern edge is bounded by BLM ATV Trails #T6035A, T6035B, T6040A and BLM Roads #6040 and 6040A.
- The north and northwest boundary is defined by property lines other than BLM management.

The BLM's 2013 inventory found the area to have sufficient size to meet the minimal criteria but concluded that portions did not appear natural due to cumulative impacts of man-made features. A nearly 17 mile network of designated roads and ATV trails occupy a large section of the western portion of the unit. As a result the BLM divided the unit into three sub-units using roads old road disturbances as the boundary. The 7193.22 acre eastern unit was found to have wilderness characteristics while the two western units did not meet the size criteria. In 2015, Wild Connections correctly pointed out that the boundary the BLM used to create the three sub-units did not follow policy. They did not contest the existence of the 17 mile wilderness inventory road network and suggested that these roads be cherry stemmed into the unit. The BLM reviewed the information submitted along with policy. BLM Manual 6310 identifies that areas must meet a minimal criteria of being a roadless area over 5,000 acres. The nearly 17 miles of designated roads and ATV trails within the western portion of the unit covers a large area in relation to the unit's overall size. As a result, the BLM concludes that this unit does not meet the roadless criteria and the unit was not considered further.

2. Does the area appear to be natural?

Yes \_\_\_\_ No \_\_\_\_ NA X \_\_\_\_

3. Does the area (or the remainder of the area if a portion has been excluded due to unnaturalness and the remainder is of sufficient size) have outstanding opportunities for solitude?

Yes \_\_\_\_ No \_\_\_\_ NA X

4. Does the area (or the remainder of the area if a portion has been excluded due to unnaturalness and the remainder is of sufficient size) have outstanding opportunities for primitive and unconfined recreation?

Yes \_\_\_\_ No \_\_\_\_ NA X

5. Does the area have supplemental values?

Yes X No \_\_\_\_ NA \_\_\_\_

- The unit contains bighorn sheep production area, elk winter range, and mule deer severe winter range as mapped by Colorado Parks and Wildlife.

## Summary of Analysis:

Unique identifier: COF-020-071, Bear Mountain

Acreage Inventoried: 14,109.07

Acreage with wilderness characteristics: 0

### Results of Analysis:

Inventory concluded that the 14,109.07 acre unit did not meet the minimum criteria to qualify as lands with wilderness characteristics. While the unit exceeds 5,000 acres there are almost 17 miles of designated roads and ATV trails within the unit. BLM policy specifically identifies that lands must be 'roadless areas with over 5,000 acres of contiguous lands' in order to qualify. The unit was not considered further.

The unit, COF-020-071, Bear Mountain, is bounded as follows:

- The western edge is defined by wilderness inventory road, Fremont County Road 12, private lands, and BLM Road #6045A;
  - The southern edge is bounded by Union Pacific Rail line, lands other than BLM, and BLM Road #6020;
  - The eastern edge is bounded by BLM ATV Trails #T6035A, T6035B, T6040A and BLM Roads #6040 and 6040A.
  - The north and northwest boundary is defined by property lines other than BLM management.
  - The unit is found in parts of the sections listed in the following townships;
    - o T. 48 N. R. 11 E. Sections: 1
    - o T. 48 N. R. 12 E. Sections: 3, 4, 5, 6, 7, 8, 9, 10, 11, 14, 15, 17, 18, 19, 20, 21, 29, 30
    - o T. 49 N. R. 12 E. Sections: 16, 17, 20, 21, 22, 27, 28, 29, 30, 31, 32, 33, 34,
- 
- Does the area meet size requirements or exceptions? Yes \_\_\_\_\_ No X \_\_\_\_\_
  - Does the area appear natural? Yes \_\_\_\_\_ No \_\_\_\_\_ NA X \_\_\_\_\_
  - Does the area offer outstanding opportunities for solitude or a primitive and unconfined type of recreation? Yes \_\_\_\_\_ No \_\_\_\_\_ NA X \_\_\_\_\_
  - Does the area have supplemental value? Yes \_\_\_\_\_ No \_\_\_\_\_ NA X \_\_\_\_\_

Check one:

       The area, or a portion of the area, has wilderness characteristics and is identified as land with wilderness characteristics.

X The area does not have wilderness characteristic.

This does not represent a formal land use allocation or a final agency decision, and does not represent a decision in regard to how the area will be managed or address impacts of management decisions.

Prepared by:

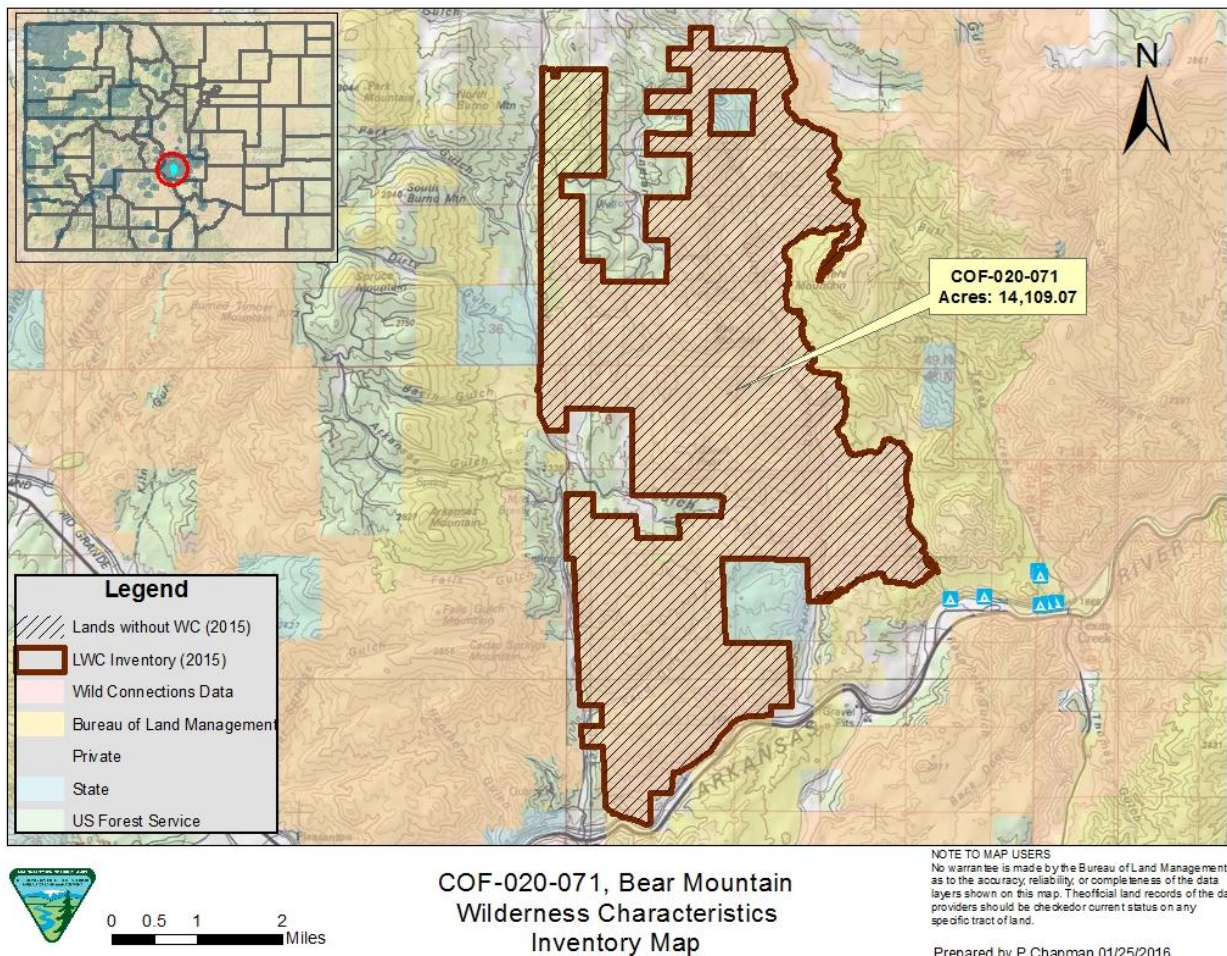
Evaluator: Janine Prout/Recreation Technician

Date: May 30, 2013

Evaluator: Kalem Lenard/ Outdoor Recreation Planner  
Evaluator: Ken Reed/ Forester  
Evaluator: Jeff Williams/ Rangeland Management Specialist  
Evaluator: Matt Rustand/Wildlife Biologist

Date: December, 22, 2015  
Date: August 28, 2013  
Date: Sept. 4, 2013  
Date: Sept 11, 2013

### Map 1 Bear Mountain 2015 inventory



### **Form 3: Route Analysis:**

The Route Analysis includes factors to consider when determining whether a route is a road for wilderness characteristics inventory purposes. For the purposes of this analysis, use the following definition of a “road”. This definition is drawn from and the FLPMA legislative history and historic BLM inventory direction.

Road: An access route which has been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road.

- a. Improved and maintained – Actions taken physically by people to keep the road open to vehicle traffic. “Improved” does not necessarily mean formal construction. “Maintained” does not necessarily mean annual maintenance.
- b. Mechanical means – Use of hand or power machinery or tools.
- c. Relatively regular and continuous use – Vehicular use that has occurred and will continue to occur on a relatively regular basis. Examples are: access roads for equipment to maintain a stock water tank or other established water sources, access roads to maintained recreation sites or facilities, or access roads to mining claims.

If a portion of a route is found to meet the wilderness inventory road criteria (see Part III) and the remainder does not meet these criteria (e.g., a cherrystem road with a primitive route continuing beyond a certain point), identify each segment and explain the rationale for the separate findings.

Wilderness Characteristics Inventory Area Unique Identifier: COF-020-071, Bear Mountain  
Route or Route Segment Name and/or Identifier: BLM 6045, BLM 6020, BLM 6040, BLM 6040A,

#### **I. LOCATION:**

Refer to attached map and BLM corporate data (GIS). List photo point references (where applicable) or reference attached photo log:

Map Title: Unit, COF-020-069, Bills Creek Wilderness Inventory Map

Map Date: 2013

Describe:

The map shows the parcel inventoried for wilderness characteristics and routes collected by GPS

#### **II. ROUTE CONTEXT**

The purpose of a route is not a deciding factor in determining whether a route is a road for wilderness characteristics inventory purposes. The purpose of a route does provide context for factors on which such a determination may be based, particularly the question of whether maintenance of the route ensures relatively regular and continuous use. The purpose also helps to determine whether maintenance that may so far have been unnecessary to ensure such use would be approved by BLM when the need arises.

- A. Current Purpose of Route: (Examples: rangeland/livestock improvements (stock tank, developed spring, reservoir, fence, corral), inholdings (ranch, farmhouse), mine site, concentrated use site (camp site), recreation, utilities (transmission line, telephone, pipeline), administrative (project maintenance, communication site, vegetation treatment)).

Describe:

BLM 6045: Route is currently used for recreation; it is open to full size vehicle use in the Arkansas River Travel Management Plan (2006).

BLM 6020: Route is currently used for access into inholdings; it is open to full size vehicle use in the Arkansas River Travel Management Plan (2006).

BLM 6040: Route is currently used for recreation; it is open to full size vehicle use in the Arkansas River Travel Management Plan (2006).

BLM 6040A: Route is currently used for recreation; it is open to full size vehicle use in the Arkansas River Travel Management Plan (2006).

B. Right-of-Way (ROW):

B.1. Is there a ROW associated with this route?

Yes  X  No   Unknown

If yes, what is the stated purpose of the ROW?

B.2. Is the ROW still being used for this purpose?

Yes  X  No   Unknown or N/A

Explain:

BLM 6020: Has a ROW associated with this route, serial # COC 61253. It is currently still in use.

BLM 6040, BLM 6040A, BLM 6045: do not have ROWs associated with them.

### III. WILDERNESS INVENTORY ROAD CRITERIA

A. Is there evidence of construction or improvement using mechanical means?

Yes, if either III.A.1 *or* III.A.2 is checked "yes" below  X

No, if both III.A.1 *and* III.A.2 are checked "no" below

A.1. Construction: Is there evidence that the route or route segment was originally constructed using mechanical means?

Yes  X  No

Examples (partial list):

Paved   Bladed  X  Graveled   Roadside Berms   Cut/Fill   Other

Describe:

BLM 6045: Evidence of mechanical construction, possibly bladed.

BLM 6020: Evidence of mechanical construction; possibly bladed and bull dozer use.

BLM 6040: Evidence of mechanical construction, cut/fill road.

BLM 6040A: evidence of mechanical construction, possibly bladed.

A.2. Improvements: Is there evidence of improvements using mechanical means to facilitate access?

Yes   X   If "yes", improvements by? Hand Tools        by Machine   X    
No       

Examples (partial list):

Culverts        Built Stream Crossings        Bridges        Drainage        Barriers       

Describe:

- BLM 6045, no recent improvements observed.
- BLM 6020: improvements such as creating drainage with the route.
- BLM 6040: Improvements such as creating drainage for the route.
- BLM 6040A: no recent improvements observed.

B. Maintenance: Is there evidence of maintenance that would ensure *relatively* regular and continuous use?

Yes, if either III.B.1 *or* III.B.2 is checked "yes" below   X  

No, if both III.B.1 *and* III.B.2 are checked "no" below       

B.1. Is there evidence or documentation of maintenance using hand tools or machinery?

Yes   X   If "yes", maintenance by? Hand Tools        by Machine   X  

No       

Explain:

BLM 6045: route on BLM maintenance schedule to maintain for full size vehicle use.

BLM 6020: ROW holder and BLM repair route for regular and continuous use.

BLM 6040: route on BLM maintenance schedule to maintain for full size vehicle use.

BLM 6040A: route on BLM maintenance schedule to maintain for full size vehicle use.

B.2. If the route or route segment is in good condition, but there is no evidence of maintenance, would mechanical maintenance with hand tools or machines be approved by BLM to meet the purpose(s) of the route in the event this route became impassable? "Good condition" would be a condition that ensures regular and continuous use relative to the purposes of the route. Consider whether the route can be clearly followed in the field over its entire course and whether all or any portion of the route contains any impediments to travel.

Yes   X   No       

Explain:

BLM 6045: Yes, BLM would maintain route if became impassable.  
BLM 6020: Yes, BLM would maintain route if became impassable.  
BLM 6040: Yes, BLM would maintain route if became impassable.  
BLM 6040A: Yes, BLM would maintain route if became impassable.

C. Relatively regular and continuous use: Does the route or route segment ensure relatively regular and continuous use?  
Yes   X   No       

Explain: Describe evidence (e.g., direct: vehicles or vehicle tracks observed; or indirect: evidence of use associated with purpose of the route such as maintenance of facility that route accesses) and other rationale for whether use has occurred and will continue to occur on a *relatively* regular basis (regular and continuous use relative to the purpose(s) of the route). Include estimate of travel rates for the stated purposes (e.g., trips per day, week, month, season, year, or even multiple years in some facility maintenance cases).

BLM 6045: Designated open on Arkansas River Travel Management Plan, on BLM maintenance schedule.

BLM 6020: Designated open on Arkansas River Travel Management Plan, on BLM maintenance schedule, ROW access.

BLM 6040: Designated open on Arkansas River Travel Management Plan, on BLM maintenance schedule.

BLM 6040A: Designated open on Arkansas River Travel Management Plan, on BLM maintenance schedule.

#### IV. CONCLUSION:

Does the route or route segment meet the definition of a wilderness inventory road (i.e., are items III.A *and* III.B *and* III.C all checked yes)? If part of the route meets the wilderness inventory road definition and the remainder does not, describe the segment meeting the definition and any remaining portion not meeting the definition and why. Also, describe and explain rationale for any discrepancies with citizen proposals.

Yes   X   = Wilderness Inventory Road  
No        = Not a road for wilderness inventory purposes

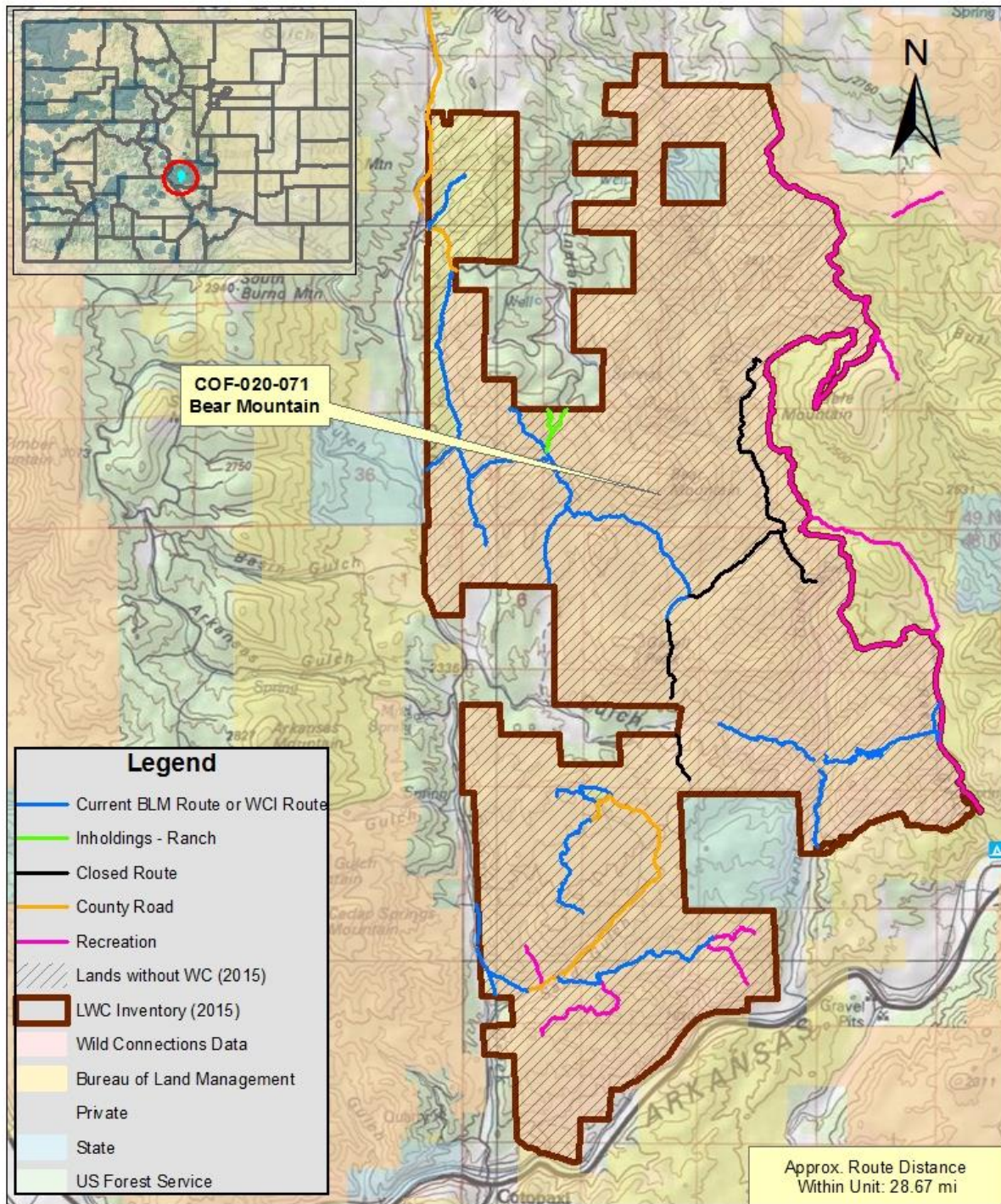
Explain:

- BLM 6045 is a wilderness inventory road.
- BLM 6020 is a wilderness inventory road.
- BLM 6040 is a wilderness inventory road.
- BLM 6040A is a wilderness inventory road.

Evaluator: Janine Prout/ Recreation Technician

Date: August 27, 2013

Map 2 Routes within Bear Mountain inventory unit



0 0.5 1 Miles

COF-020-071, Bear Mountain  
Route Reference  
Map

**NOTE TO MAP USERS**  
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of the data layers shown on this map. The official land records of the data providers should be checked for current status on any specific tract of land.

Prepared by P Chapman 01/25/2016

## PHOTO LOG

Photographer(s):

Inventory Area Unique Identifier: **COF-020-071, Bear Mountain**

Date	Frame #	Camera Direc.	Description	GPS/UTM Location	Town- ship	Range	Sec.	Photo Point #

**Royal Gorge Field Office Lands with Wilderness Characteristics Inventory, 2015: Evaluation of new information**

**Assessment and Determination**

The BLM Royal Gorge Field Office followed manual 6310 in the performance of inventory for lands with wilderness characteristics. In response to new information submitted in May, 2015 by Wild Connections, the 2013 inventory was re-evaluated. A final review was made by comparing existing data and when needed additional field trips were taken to collect data by GPS, inventory forms, and photo points. Resource specialists were also consulted to determine if the conclusion reached in the 2013 inventory remains valid, or whether changes should occur. The above report documents those findings for the following area(s):

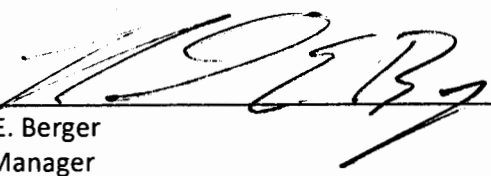
Unit ID	Unit Name	Total BLM acreage inventoried	Acreage with Wilderness Characteristics	Acreage without Wilderness Characteristics
COF-020-071	Bear Mountain	14,109.07	0	14,109.07

**Review:**

I have reviewed the inventory results, reports, photos, and maps for the above Lands with Wilderness Characteristics and concur with the findings as submitted.

  
James Kalem Lenard  
Outdoor Recreation Planner, Royal Gorge Field Office

Date: 2/22/16

  
Keith E. Berger  
Field Manager  
Royal Gorge Field Office

Date: 2/24/16